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Report of the Secretary-General on the situation in Abyei

I. Introduction

1. The present report is submitted pursuant to paragraph 24 of Security Council resolution 2126 (2013), in which the Council requested that I continue to inform it of progress in implementing the mandate of the United Nations Interim Security Force for Abyei (UNISFA), and to bring to its attention any serious violation of the 20 June 2011 Agreement between the Government of the Sudan and the Sudan People's Liberation Movement (SPLM) on temporary arrangements for the administration and security of the Abyei Area (S/2011/384, annex).

2. The present report provides an update on the situation in Abyei and on the deployment and operations of UNISFA since my previous report of 27 November 2013 (S/2013/706). It also provides an update on progress made in the implementation of the additional tasks mandated to the Force under Security Council resolutions 2024 (2011) and 2104 (2013) with regard to the Joint Border Verification and Monitoring Mechanism.

II. Security situation

3. The conflict in South Sudan has had a direct impact on the situation in Abyei, as evidenced by an increase in tensions between communities and a higher risk of security incidents during the already tense period of annual migration. Moreover, with the Governments focusing exclusively on the South Sudan conflict, no progress has been made in the implementation of the Cooperation Agreement between the Republic of the Sudan and the Republic of South Sudan of 27 September 2012, which provides for the establishment of the Joint Border Verification and Monitoring Mechanism. The security situation has, nevertheless, remained generally calm, albeit unpredictable.

4. During the reporting period, unauthorized armed elements from both sides remained in the Abyei Area in violation of the 20 June 2011 Agreement. Likewise, the Sudan Oil Police continued to maintain approximately 120 to 150 personnel inside the Diffra oil complex in the northern Abyei Area in violation of the 20 June 2011 Agreement and Security Council resolutions 1990 (2011), 2032 (2011), 2046 (2012), 2047 (2012), 2075 (2012), 2104 (2013) and 2126 (2013). On 5, 9 and 23 December 2013, about 30 Sudan oil personnel were observed in the vicinity of

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the Beer Adrak oil pump station and in Mekeines, outside their usual area of deployment in the Diffra oil complex.

5. The seasonal migration of Misseriya nomads through the Abyei Area remained generally peaceful during the period under review. UNISFA estimated that, as at 7 February 2014, about 55,000 Misseriya, along with approximately 700,000 assorted livestock, had moved southward through Abyei, with the largest concentration remaining in the vicinity of Diffra, Mekeines, Al Rhadiya, Farouk, Goli, Um Khariet, Dumboloya and Alal.

6. As at 31 January 2014, of the more than 6,000 people who had arrived from South Sudan in anticipation of the unilateral Ngok Dinka community referendum (27-29 October 2013), approximately 4,500 had left the Abyei Area for Lakes, Unity and Warrap States in South Sudan. By the end of January, approximately 70,000 Ngok Dinka were present in the Area, including 15,000 in Abyei town.

7. Among this population, UNISFA observed the presence of around 660 military elements of the Sudan People's Liberation Army (SPLA) and the South Sudan National Police Service, including more than 300 in Makir Abior, 100 in Noong, 75 in Leu, 70 in Dungoup, 69 in Marial Achak and 50 in Tejalei, all of which lie along the Misseriya migration corridor. The SPLA and National Police Service elements were armed with AK-47 rifles and anti-tank rocket propelled grenades; many of them have established military-type settlements, some of which include fire trenches.

8. The SPLA and National Police Service elements informed UNISFA that they had been ordered to remain deployed in the area after the completion of the unilateral referendum. The UNISFA Head of Mission has repeatedly requested the Government of South Sudan and the SPLA command to redeploy these forces, but no action has yet been taken to that effect. Their continued armed presence not only violates the 20 June 2011 Agreement, but poses serious security risks to Misseriya nomads migrating through the area.

9. On 3 February 2014, SPLA and National Police Service elements from Makir attacked unarmed Misseriya in the village of Luki in the central Abyei Area, resulting in injury to one nomad and the killing of three cattle. The Misseriya nomad was treated at the UNISFA clinic in Diffra. Following the incident in Luki, UNISFA patrols advised the armed elements in Makir to refrain from such actions and leave Abyei. The SPLA and National Police Service personnel responded by threatening UNISFA troops and denying them access to the area. In order to avoid aggravating a dangerous situation, UNISFA has temporarily suspended patrols. It has also requested the Government of South Sudan and the Ngok Dinka community leadership to ensure full access to the Makir area.

10. During the reporting period, several incidents related to the presence of unauthorized armed elements in the Abyei Area were reported. On 14 December 2013, a Misseriya youth, who alleged that he had been shot by a Ngok Dinka in Shegei village in the northern Abyei Area, was treated for a gunshot wound at the UNISFA clinic in Diffra. In addition, on 28 December, a Misseriya herdsman, who claimed to have been shot by Ngok Dinka youth in Um Khariet, was treated at the clinic in Diffra. UNISFA is investigating these reports. On 31 December 2013, one Ngok Dinka was killed and three injured in Lor Ayon village, north-east of Tejalei. On 19 January 2014, a Ngok Dinka was killed at Miyem Kur, north of Abyei town.

UNISFA is investigating these reports. On 23 February, a joint investigation team, comprising UNISFA and a Sudanese and South Sudanese joint military observer team, investigated an incident in Todach in which armed Ngok Dinka elements had reportedly attacked Misseriya nomads. The joint investigation found one rocket-propelled grenade, 118 rounds of AK-47 ammunition and 12 dead cattle at the scene of the incident. The joint team is investigating in order to identify the perpetrators of the attack.

11. UNISFA continued to implement its multifaceted conflict prevention and mitigation strategy. In accordance with its dry-season deployment plan, UNISFA is acting as a buffer between local communities in potential flashpoint areas, mainly in the central migration corridor, maintaining deterrence and employing highly mobile patrols, checkpoints and temporary operating bases. UNISFA is also conducting regular aerial monitoring in inaccessible parts of the Abyei Area.

12. As in previous years, a key component of this strategy has been the use of joint security committees, bringing together UNISFA troops at battalion and company levels with Ngok Dinka and Misseriya community representatives. The committees meet weekly to discuss and address security concerns. A total of nine joint security committees are currently operational in Sector Centre and Sector South, while an additional five will be activated upon internal consultations among the Misseriya traditional leadership. UNISFA is continuously engaged with the leadership of the Ngok Dinka and Misseriya communities and the Governments of the Sudan and South Sudan, requesting their cooperation with its conflict prevention and mitigation strategy and support in ensuring that the Abyei Area is made weapons-free in accordance with the Abyei Joint Oversight Committee decision of 3 May 2013. As part of its conflict prevention and mitigation strategy, UNISFA is also working in collaboration with the Misseriya community, the Government of the Sudan and the United Nations country teams to address the water shortage by digging boreholes in the northern Abyei Area.

13. Efforts by UNISFA to enhance security in the Abyei Area included the disarmament of persons found to be carrying weapons. During the reporting period, the Force disarmed seven persons who were carrying AK-47s and ammunition. In order to prevent the circulation of weapons within the Area, UNISFA agreed with local community leaders on a procedure for placing arms and ammunition collected from civilians into the mission's temporary custody.

14. On 3 December 2013, with the arrival of the dry season, mine clearance operations by the Mine Action Service resumed. Since then, the Service has completed general mine action assessments for potential explosive weapons threats in 27 villages and in Abyei town. It has also continued to work with local communities to identify, collect and destroy explosive weapons. With the successful completion of training and accreditation, local deminers in the Abyei Area have been integrated into a multitask team.

III. Political developments

15. I regret to report that during the period under review, the Sudan and South Sudan have made no further progress in implementing the 20 June 2011 Agreement. They have so far failed to establish the joint interim institutions, namely the Abyei Area Administration, the Abyei Area Council and the Abyei Police Service. As a

result, UNISFA has continued to implement its mandate in the complete absence of local governance and law and order.

16. The UNISFA Head of Mission and Force Commander, Lieutenant-General Yohannes Tesfamariam, continued to impress upon both Governments the urgent need for a resumption of the meetings of the Abyei Joint Oversight Committee, as the body tasked with providing political and administrative oversight of the Abyei Area on behalf of the President of the Sudan, Omer Hassan A. Al-Bashir, and the President of South Sudan, Salva Kiir. On 3 February 2014, the UNISFA Head of Mission wrote to both Co-Chairs of the Joint Oversight Committee, stating that the lack of support from the Committee had resulted in an untenable and highly volatile security situation, which was affecting the daily lives of both communities, whose basic needs were not being provided for. Nevertheless, the Government of South Sudan continued to reject the invitation to resume Committee meetings. The reporting period also saw no further progress by the Sudan and South Sudan on the resolution of the final status of the Abyei Area.

17. In the light of the above, UNISFA has requested the support of both Governments and the community leadership to facilitate a meeting between the traditional leaders of the Ngok Dinka and the Misseriya in order to revive traditional mechanisms for the management of local community relations as a key component for long-term peace and stability in the area. The Misseriya leadership has agreed to participate in such a conference, while the Ngok Dinka community has expressed reservations. UNISFA is also engaging with the Government of the Sudan and the Misseriya traditional leadership to organize a conference to address security challenges related to the current migration season. The meeting is expected to take place in Kadugli in mid-February 2014.

IV. Status of the Joint Border Verification and Monitoring Mechanism

18. All Joint Border Verification and Monitoring Mechanism operations, including aerial monitoring and verification missions, have been suspended further to the decision made by the Government of South Sudan on 22 November 2013 to temporarily withdraw its monitors from the Mechanism pending the resolution of the Safe Demilitarized Border Zone centreline dispute. As noted in my previous report, during a joint planning workshop held in Juba from 13 to 15 November 2013, the Government of South Sudan expressed concerns regarding the link between border crossing corridors and the determination of the Border Zone centreline coordinates, which in its view implied that the centreline would be considered as the border between the two countries.

19. On 27 November, the UNISFA Head of Mission requested the African Union High-level Implementation Panel to convene an extraordinary meeting of the Joint Political and Security Mechanism to address the disagreements concerning the Safe Demilitarized Border Zone centreline. A similar recommendation was made by the Joint Security Committee, co-chaired by the Sudan Armed Forces and SPLA chiefs of military intelligence, during its fifth meeting, on 26 and 27 November 2013. The Committee also requested the resumption of Joint Border Verification and Monitoring Mechanism operations. Nevertheless, the Joint Political and Security Mechanism has yet to convene.

20. As at 28 January 2014, 34 monitors from the Sudan, 33 from South Sudan and 25 from UNISFA were deployed to the Joint Border Verification and Monitoring Mechanism and sector headquarters in Kadugli (Southern Kordofan, Sudan). Another two monitors from South Sudan and two from UNISFA were deployed to the sector headquarters in Gok Machar (Northern Bahr el Ghazal, South Sudan). Following the deployment of the advance party, the deployment of the remainder of the UNISFA force protection unit has been put on hold pending the reactivation of the mechanisms by the parties.

21. The security situation in the vicinity of the Joint Border Verification and Monitoring Mechanism headquarters in Kadugli remained tense owing to the ongoing conflict between the Government of the Sudan and the Sudan People's Liberation Movement-North (SPLM-N). On 14 December 2013, three civilians were reportedly killed as a result of shelling in Kadugli town. On 18 December 2013 and 8 January 2014, respectively, UNISFA observed shelling between the Sudan Armed Forces and SPLM-N in the vicinity of Kadugli.

22. The Mine Action Service resumed route survey and verification operations in support of future Joint Border Verification and Monitoring Mechanism operations in Sector 1 (Gok Machar). Mine Action Service teams completed 117 kilometres of route surveys and 65 kilometres of route verification on a priority route for the Mechanism. Operations were temporarily suspended in late December 2013 and early January 2014 as a result of the security situation in South Sudan, but have since recommenced. Training for Mechanism patrol teams and international and national monitors continued during the reporting period to ensure their operational readiness once ground patrols are initiated. Training for Sudanese deminers is already at an advanced stage. Upon successful accreditation, they will be integrated into a team, which will operate in designated areas in support of the Mechanism.

V. Humanitarian situation

23. During the reporting period, United Nations agencies and non-governmental organizations continued to provide assistance and services to some 81,000 Ngok Dinka beneficiaries in the Abyei Area. Assistance included monthly food rations, health services, water point rehabilitation and hygiene promotion.

24. Some 45,000 Ngok Dinka remain displaced, of whom approximately 25,000 are outside the Abyei Area. Mobile health clinics continued to operate in Abyei town and the southern part of the Area. The biggest challenge for humanitarian response and sustainable service delivery in the northern Abyei Area is the lack of government counterparts, humanitarian partners and access. The Ngok Dinka community leadership continued to limit the deployment from South Sudan to the northern Abyei Area of humanitarian non-governmental organizations by threatening staff from those organizations that had communicated such plans. Humanitarian partners from the Sudan could not be deployed in the Abyei Area owing to bureaucratic impediments by the Government of the Sudan. National staff from the Sudan, relocated in May 2013, are still unable to return as they are fearful for their own security. However, United Nations agencies managed to continue limited activities relating to water and social service infrastructure rehabilitation in the northern Abyei Area.

25. Since late December 2013, approximately 2,850 new internally displaced persons have arrived in the Abyei Area from Unity State (South Sudan). The International Organization for Migration registered 626 new households in the Abyei Area. By early February 2014, all newly displaced people from South Sudan had received food aid and non-food assistance. Seventy-five wounded SPLA soldiers were transported to Agok, south of the Abyei Area, from Unity State, to be treated in a hospital run by an international non-governmental organization. Those personnel later returned to South Sudan.

26. There have been no new developments with regard to the operationalization of human rights monitoring in the Abyei Area, as provided for under paragraph 21 of Security Council resolution 2126 (2013).

VI. Deployment of the United Nations Interim Security Force for Abyei

27. As at 25 January 2014, the military component of UNISFA stood at 4,090 of its authorized troop strength of 5,326 (see annex I). The remaining personnel are earmarked for the Joint Border Verification and Monitoring Mechanism force protection unit.

28. While retaining a three-sector structure, the current UNISFA troop deployment is based on the mission's dry-season deployment plan. As part of the plan, UNISFA troops are now deployed in new company operating bases in Todach, Noong, Dungoup, Tejalei and Marial Achak. While the Force covers the vast majority of the Abyei Area through ground deployment and monitoring, it monitors the extremities of the eastern and western corridors by air, owing to a lack of roads and tracks.

29. A total of 23 out of the 50 authorized members of the police component are deployed in UNISFA. Police personnel continued to provide advice and support to the Head of Mission and the military component on matters of law and order and local community security issues. During the reporting period, UNISFA police trained 109 members of the military component in crowd control management.

VII. Mission support

30. With the beginning of the dry season, UNISFA repaired and performed maintenance of supply routes between nine permanent camps inside the Abyei Area (Farouk, Diffra, Todach, Doukra, Abyei, Highway, Banton, Anthony and Agok) and four dry-season deployment sites (Noong, Dungoup, Tejalei and Marial Achak). The Abyei Highway camp (for the relocation of the multirole logistics military company from the Abyei town camp) and the construction of an additional 250-person camp in Goli are to be completed before August 2014.

31. Owing to security concerns and obstruction by the Ngok Dinka community following the unilateral community referendum and the killing of the Paramount Chief of the Ngok Dinka, UNISFA contractors from the Sudan have delayed construction work and the delivery of material and operational supplies. Nevertheless, two contractors commenced construction of eight deep-water wells and long-term earthworks and road repairs. The mission has continued its engagement with representatives of the Government of South Sudan and the Ngok

Dinka community to ensure the full freedom of movement of its contractors from the Sudan within the Abyei Area.

32. As a result of the security situation in South Sudan, UNISFA has had to redirect the delivery of some supplies through Port Sudan. Although the contractor for the construction of the Anthony airfield south of Abyei town has mobilized part of the necessary heavy equipment and commenced site clearance works, the mobilization of the remaining equipment from South Sudan to the Abyei Area has been delayed.

33. The 117-troop strong Joint Border Verification and Monitoring Mechanism force protection advance party remains accommodated at the Mechanism headquarters in Kadugli. Construction and renovation work for the remaining force protection troops is in progress. Following the completion of the ground preparations in Gok Machar, the mission has transported prefabricated hard-wall buildings from Kadugli and commenced construction.

34. Following the deterioration of the security situation in South Sudan and further to a request from the United Nations Mission in South Sudan, UNISFA successfully evacuated 820 internally displaced persons from Bentiu (Unity State, South Sudan) to Heglig (Southern Kordofan, Sudan) between 27 and 31 December 2013.

35. During the reporting period, the Government of the Sudan issued 23 visas to UNISFA personnel (1 international civilian staff member, 17 military officers and 5 international contractors). Ten visa requests remain outstanding.

VIII. Observations

36. Since the deployment of UNISFA in 2011, there has been little real progress in the settlement of the Abyei question. The people of the area suffer from a lack of governance; armed elements remain there in violation of the agreements; and security is now more tenuous because of the internal conflict in South Sudan. The Force continues to provide a security framework in the Abyei Area, and I am grateful to the Government of Ethiopia for its support in this regard. However, the people of Abyei deserve more from their Governments.

37. In the aftermath of the unilateral referendum in October 2013, several hundred South Sudanese security personnel remain in the Abyei Area and are obstructing the freedom of movement of UNISFA. Security incidents directly related to their deployment and aggressive posture have been reported. Their presence is a major security concern and is impeding the efforts of the Force to maintain security. Moreover, the Sudan maintains police units in the Diffra oil complex. Both countries are therefore acting in violation of the 20 June 2011 Agreement, Security Council resolutions 1990 (2011) and 2046 (2012) and the 3 May 2013 Abyei Joint Oversight Committee decision to make the Abyei Area weapons-free. With the Misseriya migration and the proliferation of arms within local communities, the security situation in the Area remains extremely volatile.

38. I urge the two Governments to ensure the prompt redeployment of their forces out of the Abyei Area and allow UNISFA to implement its mandate to provide security and protect civilians unhindered. I also urge the Sudan and South Sudan to extend their full support to the mission in ensuring the complete disarmament of

local communities and in reviving traditional dispute resolution mechanisms between the Ngok Dinka and Misseriya communities.

39. UNISFA continues to operate in the absence of the interim arrangements. If further prolonged, this situation will not only continue to pose serious challenges to mandate implementation efforts; it will also call into question the sustainability of the mission. Despite the commitment made by President Al-Bashir and President Kiir on 3 September 2013 to expedite the implementation of the 20 June 2011 Agreement, no concrete steps have been taken in this direction. Local communities cannot provide health and educational services and access to water, nor can they maintain law and order on their own. I urge the Sudan and South Sudan to immediately resume the meetings of the Abyei Joint Oversight Committee in order to address the primary concerns of the population in the Abyei Area. It is critical that both countries move forward with the establishment of the Abyei Area Administration, the Abyei Area Council and the Abyei Police Service without delay. I also call upon the two Presidents to resume discussions on the final status of the Abyei Area based on the African Union High-level Implementation Panel proposal of 21 September 2012.

40. Joint Border Verification and Monitoring Mechanism operations remain suspended owing to the continuing disagreement of the two parties on the Safe Demilitarized Border Zone centreline. Although UNISFA continues to support the operationalization of the Mechanism by means of the construction of its team sites, the current security situation in South Sudan has had a significant impact on those efforts, particularly in Malakal and Gok-Machar. Given the importance of the Mechanism and related security arrangements as confidence-building measures between the Sudan and South Sudan, I call on both parties to settle the Border Zone centreline dispute, implement the African Union Border Programme proposal and establish the Joint Border Commission.

41. Finally, I commend my Special Envoy, Haile Menkerios, and the African Union High-level Implementation Panel, led by Thabo Mbeki, for their sustained efforts to assist the Sudan and South Sudan in resolving the outstanding issues between them, including Abyei. I also express my gratitude to the UNISFA Head of Mission and Force Commander, Lieutenant-General Yohannes Tesfamariam, and his staff for their continued efforts to enhance peace and stability in the Abyei Area and to support the parties in the implementation of their security agreements.

Annex I

Composition of the military component of the United Nations Interim Security Force for Abyei (including the Joint Border Verification and Monitoring Mechanism)

Country	*Description*	*Personnel*	*Total*
Benin	Experts on mission	1	4
	Contingent troop	3	
Bolivia (Plurinational State of)	Experts on mission	3	4
	Contingent troop	1	
Brazil	Experts on mission	3	4
	Contingent troop	1	
Burkina Faso	Experts on mission	1	1
Burundi	Experts on mission	1	1
Cambodia	Experts on mission	3	3
El Salvador	Experts on mission	1	1
Ecuador	Experts on mission	1	2
	Contingent troop	1	
Ethiopia	Experts on mission	78	4 006
	Contingent troop	3 928	
Ghana	Experts on mission	3	5
	Contingent troop	2	
Guinea	Experts on mission	1	1
Guatemala	Experts on mission	0	0
Indonesia	Contingent troop	1	1
India	Experts on mission	2	4
	Contingent troop	2	
Kyrgyzstan	Experts on mission	1	1
Mali	Contingent troop	1	1
Malawi	Contingent troop	1	1
Mongolia	Experts on mission	1	1
Mozambique	Experts on mission	1	1
Namibia	Experts on mission	1	3
	Contingent troop	2	
Nepal	Experts on mission	3	5
	Contingent troop	2	
Nigeria	Experts on mission	2	5
	Contingent troop	3	
Paraguay	Experts on mission	3	4
	Contingent troop	1	

Country	*Description*	*Personnel*	*Total*
Peru	Experts on mission	2	4
	Contingent troop	2	
Philippines	Contingent troop	1	1
Rwanda	Experts on mission	2	4
	Contingent troop	2	
Sierra Leone	Experts on mission	3	3
Sri Lanka	Experts on mission	5	6
	Contingent troop	1	
Ukraine	Experts on mission	2	2
United Republic of Tanzania	Contingent troop	1	1
Uruguay	Contingent troop	1	1
Yemen	Experts on mission	2	4
	Contingent troop	2	
Zambia	Experts on mission	1	2
	Contingent troop	1	
Zimbabwe	Experts on mission	1	3
	Contingent troop	2	
Total		**4 090**	**4 090**

Annex II

Deployment of the United Nations Interim Security Force for Abyei